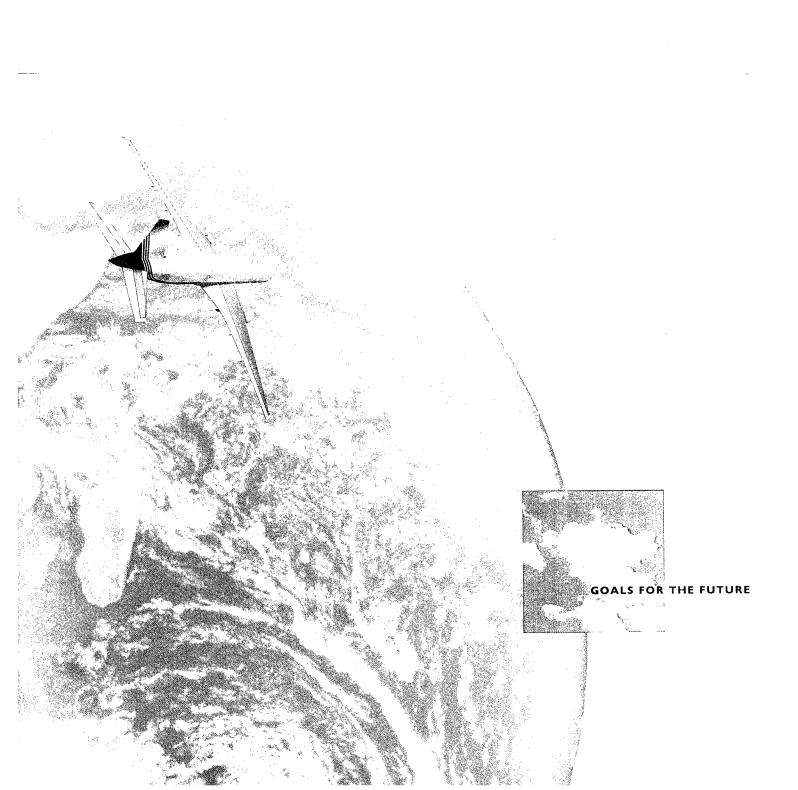
FAA Strategic Plan

VOL. 1: STRATEGIC DIRECTION



FAA Strategic Plan

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Federal Aviation Administration

MAR 8 1994

Dear Reader:

I am pleased to present the 1994 Federal Aviation Administration (FAA) Strategic Plan. This is the first of many messages we will share with the aviation community as we prepare to meet present and future system demands.

The years ahead are uncertain, but the issues facing aviation today demand that we plan better and build upon our successes. Our reputation as a world leader in aviation safety requires an aggressive approach to the challenges of the future.

Changing world economies and political trends, rapidly changing technologies, and predictions of increased domestic and international activities present challenges that must redirect our strategic focus. Two things remain certain: safety is and always will be our first priority and to maintain our safety record we must look for new ways to do business.

Our strategic focus emphasizes an FAA organization whose leadership role is expanding. As advocates of safety, FAA's leaders and managers of tomorrow will become active collaborators with the global aviation community to determine its needs, promoters worldwide of U.S. aviation services and technologies, and efficient managers who understand corporate business concepts and industry operating costs.

This two-volume plan provides not only our long-range vision, goals, and objectives, but detailed milestones FAA will seek to achieve over the next 5 years. The milestones do not represent everything FAA will do, but rather a wide array of actions that meet aviation's needs. They were set after extensive discussion with the aviation community, FAA's managers, and experts on the future. They provide the most detailed description ever of how FAA will shape the future.

By delivering this plan, I am proud to demonstrate our commitment to step up to our future responsibilities while meeting today's critical needs.

Sincerely,

David R. Hinson Administrator

Introduction

These are exciting times for U.S. aviation, full of opportunity and challenge.

New information and production technologies are creating a global, high technology aviation system to serve a global, varied-technology

world economy. Government itself is being "reinvented" and challenged to unleash the talents of its people to do better with less. The Federal Aviation Administration (FAA) can either step up and help shape aviation's

future or wait to react to events.

In light of FAA's mission, vision, and values, and the needs of its customers and stakeholders, FAA chooses to shape the future.

Shaping the Future

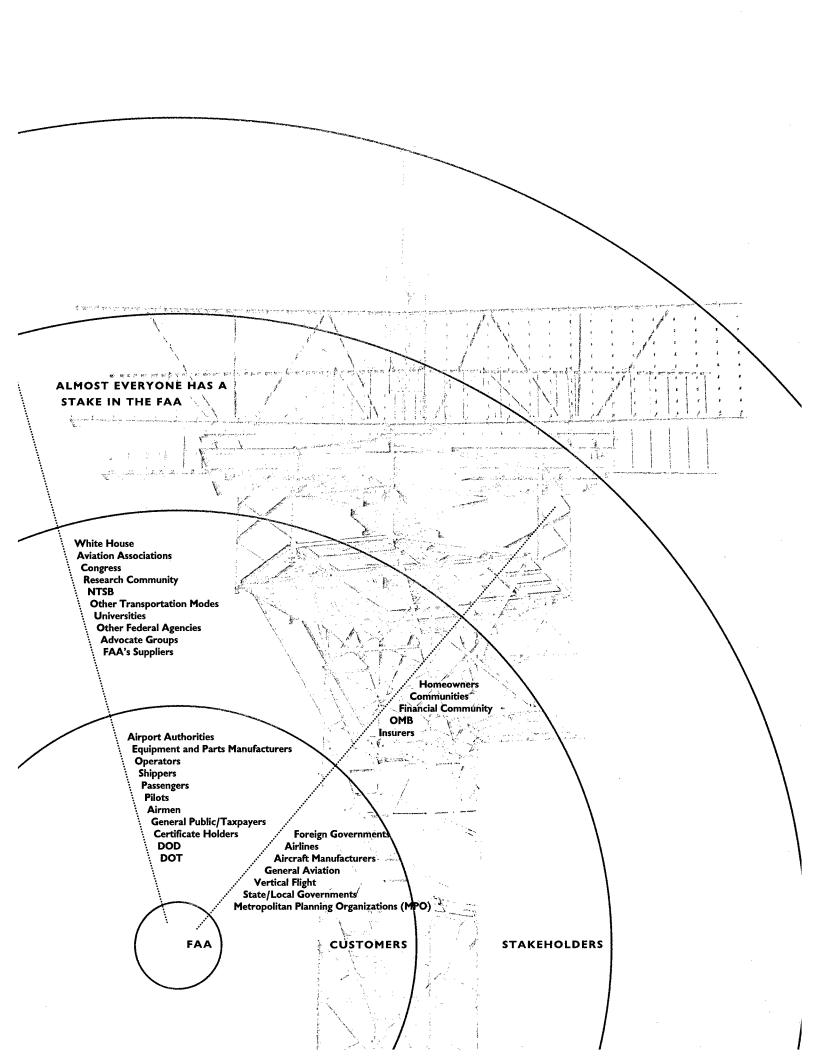
FAA's plans to shape the future are presented in this two-volume Strategic Plan. Volume 1 explains FAA's strategic direction. Based on an extensive examination of the aviation environment, challenger sessions held with the aviation community, discussions with both FAA's top managers and experts in many fields, and a long look within FAA, the plan describes FAA's mission, vision, and values. It discusses the forces that will drive FAA action in the future aviation environment. It presents key issues FAA must face, the goals and objectives FAA will accomplish, and the commitment FAA makes to achieving results.

Volume 2 details almost 400 specific milestones FAA will achieve over the next five years. These milestones do not represent everything important FAA will do, but rather, they represent actions that meet aviation community concerns. Volume 2, especially, responds to the chief concern expressed by aviation: that FAA should not just plan, but should act quickly and decisively to gain high payoffs.

The Strategic Plan Appendix describes FAA's evolving future operational concept and the future air traffic management system.

In detailed terms, it describes the future FAA is building.





FAA's Customers

and Stakeholders

FAA's customers and stakeholders range from the 747 mechanic to the helicopter pilot and nurse rushing an injured child to the hospital late at night. They include both the major airline and the general aviation pilot asking for reasonable access to airspace and airports in a metropolitan area. They include airports, airline passengers, communities seeking relief from aviation noise and pollution, and manufacturers seeking to build aircraft that are comfortable, quiet, safe, and efficient. Only sometimes do they speak with a common voice. FAA must listen to everyone's needs, balance them, and then act. The graphic at left gives just a partial list of FAA's customers and stakeholders.



ACESTCY CHESTONS. WITHOUT.

FAA shapes its future based on its mission as defined by legislative mandate, the desires of the Administration and Congress, the expectations of its customers, and its own sense of what it should be doing; its vision of the future, and the values that its employees and managers hold dear. The following pages present clear and current statements of the mission, vision, and values FAA will apply in shaping aviation's future.

FAA MISSION

FAA provides a safe, secure,
and efficient global aviation system
that contributes to national security
and the promotion of U.S. aviation.

As the leading authority in the international aviation community,

FAA is responsive to the dynamic nature of customer needs, economic conditions, and environmental concerns.

FAA VISION

To provide the safest, most efficient and responsive aviation system in the world, and to be the best federal employer, continuously improving service to customers and employees.





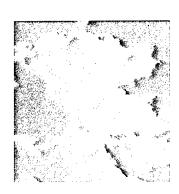
FAA VALUES

Belief in:

- An environment of trust,
 openness, and respect
- Integrity personal
 and organizational
- Honesty
- · Letting people do their jobs
- Involving employees in decisions
 that affect them
- Teamwork as a way of doing business
- Quality communications
 and feedback positive
 and negative
- · The dignity of all employees

Commitment to:

- Responsiveness in meeting customers' needs
- Valuing the knowledge and expertise of our work force
- Delivering what FAA promises
 on time and within budget
- · Diversity in the workplace
- Highest quality service and performance at lowest cost
- Teamwork within FAA and with customers
- Giving employees what they
 need to do the job



Expectations:

- Timely decisions to be made
 at the lowest possible level
 and respected by management
- Accountability commensurate
 with authority
- People to speak out for what is
 right even if it's not popular
- People to work collaboratively across organizations
- Openness to new ideas and new ways of doing business
- Cost-consciousness on the part
 of every FAA employee
- Employees who meet their commitments

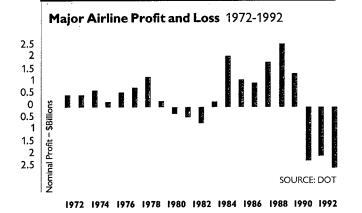


The Aviation Environment and Its Impact on FAA

To prepare for the future, FAA gathered information on global and domestic trends, likely changes in aviation, and the needs of its customers and stakeholders. Senior FAA executives met with multi-disciplinary experts to assess social, political, economic, and technological developments. FAA gathered input from its own staff and from its customers and constituents. Representatives of the aviation industry participated in "Challenger Sessions" to offer information and suggestions. FAA reviewed aviation activity forecasts, and examined how technologies used by FAA and its customers will change.

Several important concepts emerged. First, dramatic change is occurring in virtually every area of aviation. Such change demands that FAA respond flexibly and quickly to maintain the high safety record of U.S. aviation. Second, many of FAA's major constituents, in particular airlines and general aviation, are suffering unprecedented financial problems. Third, FAA has a commitment to bring new technologies on line to increase system efficiency and quality of service to its customers.

During development of this plan, the poor financial condition of the industry was one of the most commonly raised concerns. A weak aviation industry can affect the entire U.S. economy. While FAA has no control over the business cycle and can only indirectly influence airline industry financial performance, its decisions directly affect industry costs and the type and quality of services industry can offer.

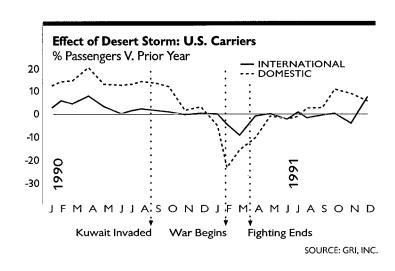


Aviation Activity Drives the Need for FAA Services

Air transport demand is driven by economic growth. The U.S. is recovering from a recession and Europe also may be emerging from this same downturn. FAA forecasts slow but steady growth in aviation activity both domestically and worldwide. The strongest growth in aviation activity has been in Latin America and in the Asia/Pacific region. Major events such as the Gulf War, however, can have dramatic effects on the economy and seriously disrupt aviation activity.

Demand for FAA services, in turn, is driven by aviation activity. For example, demand for air traffic control results from the quantity, type, and location of aircraft operations. FAA expects modest growth in aircraft operations; nevertheless, capacity shortages already exist in some locations. Approximately 23 major airports currently suffer severe congestion and delay problems, and more are expected in the future.

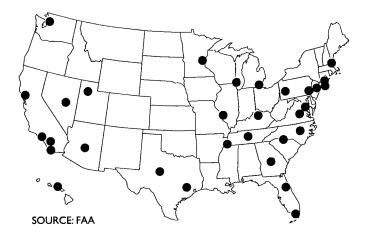
Future investment will be needed to accommodate a new generation of larger aircraft that will require improved runways, more gate space, and better flow of passengers through terminals. In addition, faster and higher-flying aircraft will place greater demands on the air traffic control system, as will a greater variety of aircraft. Technological advances in aircraft systems, air traffic control, and weather forecasting will only

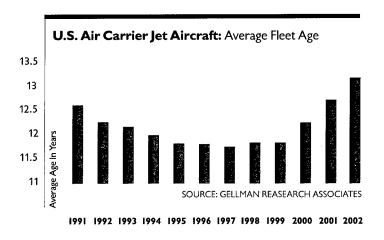


partly ease capacity pressures. The latest National Plan of Integrated Airport Systems (NPIAS) forecasts a need for \$40 billion in airport capital investment over the next decade.

Demand for safety oversight is driven by passenger enplanements; the size, age, and condition of the aircraft fleet; the number of aircraft operators; and new entrants into the industry.

Airports Exceeding 20,000
Hours of Annual Aircraft Delay in 2002
Assuming No Capacity Improvements





The Forces Shaping FAA's Future Environment

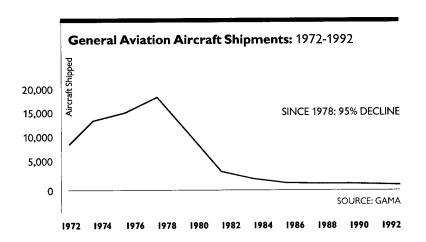
FAA has identified key forces that will shape its future environment; the most overriding is the financial state of the aviation industry.

Financial Condition of the Industry

Serious financial difficulties beset all types of carriers and manufacturers. These difficulties have led to bankruptcies, major reorganizations, layoffs, and industry consolidation. New deliveries of small general aviation aircraft have virtually collapsed, and shipments have

decreased 95 percent since 1978.

Manufacturers of large aircraft have seen their markets weakened as airlines either defer or cancel orders for new aircraft. U.S. industry no longer manufactures any 30- to 70-seat aircraft despite a growing market for regional airline service.

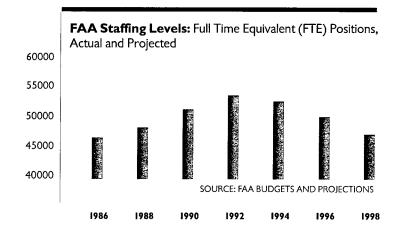


International Political Unrest

Political upheavals in many parts of the world can both limit aviation growth and pose heightened security challenges. Future terrorists may have surface-to-air missiles, chemical/ biological weapons, and even weapons of mass destruction. They are likely to come from more sources, and be less under any nation's control. The World Trade Center bombing makes clear that no country is immune. The terrorism problem is compounded by the fact that many regions projected to enjoy the most growth in aviation demand — such as Asia and Latin America - are also the most politically volatile.

Limited Resources

The federal budget deficit and efforts to trim government, making it more efficient and responsive, will constrain FAA funding for the foreseeable future. FAA will be challenged to meet increasing demand with fewer resources. Cost control, increased productivity, and most of all, effective management will be central to FAA accomplishing its many missions. The National Performance Review and commitments made by President Clinton, Vice President Gore, and Secretary Peña — challenge FAA to restructure itself to increase performance and reduce costs.



Needs for Air Traffic Control (ATC) and Airport Infrastructure Development

Modernizing the Nation's airports and air traffic management system is crucial to accommodate future aviation growth safely and efficiently. Users have made clear that FAA needs to act now to increase capacity where it is most constrained, while planning for the future. FAA needs to reexamine the high density rule that allocates capacity at four airports and assess the

feasibility of using less intrusive alternatives for controlling traffic. Users want safety, and they want full access for all system users even when demand increases. They want a well-managed system that provides a quality product. Performance measurement is crucial because FAA and airport sponsors will be held accountable for services and products delivered.

New Technology

New technology will affect the air transportation system in many ways. Increased telecommunications and computer capabilities linked with satellite technology offer great opportunities to improve safety, efficiency, and capacity. Satellite communication and navigation will revolutionize air traffic management and the level of service available to users worldwide. Automation and improved weather detection and forecasting will increase system capacity and reduce delays. Automation and better telecommunications and data interchange will also change the way FAA employees do business — especially in information-intensive tasks such as oversight and certification.

Globalization

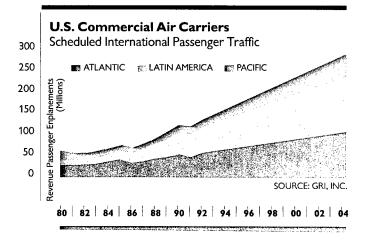
Aviation is increasingly international. Aircraft manufacturing is a multinational enterprise. Airlines are forging alliances across borders to gain economies and new markets. U.S. carriers are expanding their operations overseas, and foreign carriers have increased their presence in the U.S. market. Small package carriers and general aviation facilitate commerce worldwide.

The international safety system must evolve to support global aviation. FAA must ensure the safety of U.S. air passengers no matter where the aircraft was manufactured, what the nationality of the airline, or where the passenger is traveling in the world. Common aircraft design, construction, and operation standards are needed to

reduce the costs of repetitive approvals by many countries. As aircraft operations and maintenance become more global, FAA's responsibility to work with other nations to oversee safety becomes increasingly important. FAA has committed substantial resources to promoting international cooperation in air traffic control, the harmonization of safety and operating regulations, and the development of civil aviation organizations in other countries.

The tradition of U.S. leadership in aviation is being challenged on many fronts. U.S. airlines and manufacturers face increasing competition from foreign carriers and manufacturers. Additionally, FAA's own preeminence among world aviation authorities is being challenged.

There are challenges as well. FAA must develop systems and procedures to accommodate new types of aircraft. At the same time, advances in information technology can have a profound effect on aviation. Computer networks, teleconferencing, and telecommuting are emerging as partial substitutes for business travel. Future innovations such as virtual reality and projection holography will support this trend toward moving information rather than people. Other advances such as computational biology, artificial intelligence, chaos theory, nanotechnology, superconductivity, cold fusion, and zero-point energy may revolutionize manufacturing and could affect aviation in ways not yet clear.



Aviation and the Environment

Environmental issues are becoming increasingly important in the U.S. and other countries and will shape aviation's growth in the future. The approval cycle for airport expansion and construction can take from 10 to 20 years. Despite the gains made by phasing out Stage 2 aircraft, aircraft noise will continue to be a concern in the future. Emerging environmental issues include ground vehicle emissions at airports, aircraft emissions, and the impact of air transportation on water pollution. FAA and the aviation community must be environmentally responsible. FAA must recognize the concerns of local communities and work with them toward environmentally responsible solutions that do not unreasonably restrict air transportation or impose undue costs on a financially struggling industry.

FAA: The Organization and Its Work Force

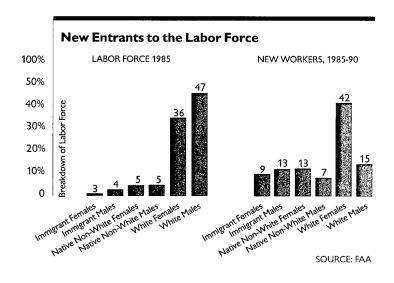
U.S. workers are more diverse than ever before. FAA is committed to diversity and to making its work force representative of America's. Efforts will continue to empower employees and increase accountability for FAA actions. In addition, FAA will train its work force to work with increasingly sophisticated technology, and will provide the resources and authority needed to succeed.

FAA cannot afford "business as usual" if it is to meet the challenges of the future. FAA must operate with efficiency, effectiveness, and a willingness to recognize and respond to its customers' needs.

As public faith in governmental and social institutions falls, institutions which serve the public must convince cynical observers that their intent and effect is to benefit the common good. FAA can do so through the delivery of quality products and services on time and within budgets.

Conclusion

In developing the strategic goals which follow, FAA has taken stock of the forces and trends affecting its future. FAA has prepared a framework that will address proposals for change such as those to create a government corporation for air traffic control or for all of FAA. What follows describes how FAA will transform itself to meet the demands of the 21st century.



FAA's Goals And Objectives

FAA is concentrating on seven strategic issue areas. The following pages define the specific strategic goals and objectives for each. Volume 2 then sets the milestones

needed to accomplish each strategic goal. Later work will translate these milestones into specific action plans.

Strategic Issue Areas:

- · System Safety
- · 21st Century Aviation
- · System Capacity
- Industry Vitality
- · International Leadership
- · Environmental Responsibility
- FAA Organization

Goals Keyed to Strategic Issues

SYSTEM SAFETY

GOALM Safety — Eliminate accidents and incidents in the aviation system with a strategy that targets the most critical areas.

Objectives

- **A.** Establish agency policy on safety risk assessment and risk management.
- **B.** Improve the effectiveness of FAA safety inspection resources through risk assessment and operational indicators.
- **c.** Minimize aging aircraft hazards.
- **D.** Minimize the risk of collisions and increase the efficiency of aircraft movements on the airport surface.
- **E.** Improve FAA oversight of industry performance based on shared use of safety-related data and development of trend indicators.
- **F.** Encourage the aviation industry to maintain high levels of safety through incentive-based programs.
- **G.** Reduce the likelihood of weather-related accidents by improving access and delivery of weather information, and by improving technology.

GOAL 2: Security — Eliminate security incidents in the aviation system with a strategy that targets the most critical areas.

Objective

A. Reduce the risk of security incidents by addressing specific vulnerabilities in the aviation system identified through risk assessment and data analysis.

GOALSS Human Factors — Eliminate accidents and incidents caused by human error.

Objective

A. Support safety and other agency goals by providing for systematic integration of human performance considerations across all agency functions (e.g., certification, regulation, and management of the National Airspace System (NAS)) during all phases of NAS design, development, and operation.

21ST CENTURY AVIATION

This strategic issue area is important because it addresses all the issues in the aviation system of the next century. The goal and objective are deceptively simple: implement an FAA operational concept. The concept itself, however, occupies most of the Appendix of this Strategic Plan. There are also references to it throughout Volume 2, which presents the milestones FAA will achieve over the next five years to realize all the goals and objectives in this Strategic Plan.

The first FAA Operational Concept is crucial in several ways. It effectively bridges the gap between the broad policies and strategies of the FAA Strategic Plan and the specific actions and projects in numerous operatinglevel plans throughout the agency. It does this by delineating the operational capabilities that must be in place to achieve the system envisioned in 2010. It does so for the first time from an integrated operating perspective, from the perspective of those who actually provide FAA services to the aviation public. It proceeds from a coherent, agency-wide operating vision of the future that sets FAA operational goals for the year 2010. It highlights key issues FAA must address to gain the operational goals FAA has set. It lays an important foundation for continually revising the FAA Strategic Plan in light of new FAA leadership and the ever-changing aviation environment.

The Operational Concept, like the Strategic Plan, is the product of a dynamic new process that has generated a great deal of energy throughout FAA and will continue to evolve as requirements change. Both documents reflect an attempt to balance the requirements of all members of the aviation community. Driven by the Operational Planning Management Team (OPMT), the process that produced the FAA Operational Concept has focused energy on addressing key issues affecting the agency today and in the future, and on challenging the basic assumptions on which this agency has operated. The new FAA Operational Concept is important to the process that will continue to involve FAA's customers and leaders in improving agency services for the future air traffic environment. It is the key to meeting the Strategic Plan's goal for the 21st century aviation system.

GOAL 4: Implement an operational concept for the future that matches new technology and procedures with user needs.

Objective

A. Refine and implement the FAA Operational Concept.

SYSTEM CAPACITY

GOALSS: Meet system capacity needs with long-term solutions and real-time resolutions of today's targeted problems.

Objectives

- A. System Capacity Measurement Identify and define, in concert with the aviation community, standards of success and national capacity indicators which will better target areas for reducing delays and increasing capacity.
- B. Near-Term Capacity Initiatives Reduce constraints/limitations at the top 40 delay/operationally impacted airports by timely implementation of system enhancements and capacity increasing technologies and procedures.
- c. Air Traffic Control (ATC) Automation Improve the automated infrastructure through replacement and enhancement in order to provide the platform for capacityenhancing technologies and procedures.
- D. Traffic Flow Management Create the necessary capabilities to permit the ATC system to ensure safe separation while imposing minimum constraints on system users and aircraft movement.
- **E.** Oceanic Control Change, in concert with the international aviation community, oceanic air traffic control from its current non-radar control to a tactical control environment much like the current domestic radar control.

- **F.** Weather Forecasting, Detection, and Communication Reduce the capacity-impacting consequences of weather phenomena by improved weather forecasts and increased accuracy, resolution, and dissemination of observations on the ground and in the air.
- **G.** Communication, Navigation, Surveillance (CNS), and Satellite Navigation Implement CNS and satellite navigation capabilities through an aggressive Industry/Government partnership that achieves user benefits in all phases of aviation operations.
- H. Communications/Data Link Provide a cost-effective communications infrastructure to enhance the safety and effectiveness of air traffic management operations.
- I. Airport Planning Improve the national airport planning process by: adding a method for prioritizing projects; linking the national plan to the grant program through an Airports Capital Improvement Program; and developing the Airports Research, Engineering, and Development (R,E&D) program.
- J. Human Factors Implement new automation technologies and associated functional improvements in a manner that fully accounts for the proper role of people in the system.

INDUSTRY VITALITY

Promote U.S. aviation and U.S. preeminence in the global aviation system.

Objective

A. Promote international harmonization through cooperative efforts to align certification, operational, and maintenance standards, practices, and procedures.

Increase, with a sense of urgency, the efficiency of the air transportation system.

Objectives

- A. Implement a comprehensive, agency wide general aviation program that demonstrates FAA's commitment to preserve and revitalize the general aviation industry.
- **B.** Revitalize the regulatory process, using industry and public input, to expedite rulemaking development and reduce economic burden while maintaining the highest level of safety and environmental protection.

INTERNATIONAL LEADERSHIP

GOAL 33 Achieve, through U.S. leadership, international standardization of a safe and efficient global air transportation system.

Objectives

- A. Increase the global market share of U.S. aviation products and services through joint technology and development, promotion and education, and advancement of U.S. standards and aerospace R&D investments.
- **B.** Provide world leadership in aviation system development by creating the most advanced air transportation system domestically, and collaborating with the international community to establish a safe, efficient, and harmonized global air transportation system.
- **c.** Reduce the cost of operating in the global aviation system by harmonizing rules and procedures, reducing operational barriers and system limitations, and implementing new technologies.
- D. Reduce accidents, increase security, and increase accident prevention measures worldwide by providing technical assistance and participating in cooperative efforts (see System Safety goal).

- E. Encourage International Civil Aviation Organization (ICAO) reforms, so that the organization will be better equipped to operate efficiently and effectively in today's dynamic environment.
- **F.** Ensure that foreign air carriers which operate to or from the U.S. are in compliance with the minimum safety standards identified in the ICAO annexes.

ENVIRONMENTAL RESPONSIBILITY

Provide strong leadership in mitigating the adverse environmental impact of aviation.

Objectives

- A. Reduce the impact of aircraft noise by 80 percent (based upon population) by 2000, through an optimal mix of new aircraft certification standards, operational procedures, land use initiatives, and technology.
- **B.** Define and minimize the impact of aircraft emissions, through an optimal mix of new aircraft certification standards, operational procedures, and technology.
- **c.** Create an environmentally effective and responsive FAA both domestically and internationally.

FAA ORGANIZATION

GOAL 10. Operate FAA like a business.

FAA's Business Focus will address a shift toward practicing and valuing:

- Customer service:
- Cost reduction and containment; and
- Accountability for results.

Objectives

- A. Make FAA a customer focused organization that anticipates and meets customer needs.
- **B.** Reduce the overall cost of operating FAA without reducing safety.
- **c.** Achieve significant relief from existing personnel, acquisition, and budget constraints.

GOAL Transform FAA into the model Federal workplace.

Objectives

- **A.** Create a work force that mirrors the Nation's diversity.
- **B.** Eliminate discrimination and harassment in the workplace.
- **c.** Optimize work force productivity through communication, innovation, and alternative work systems.

FAA's Commitment To Results

Aviation is vital to the national economy and our Nation's role globally. Therefore, FAA will achieve these goals through a commitment to results. In particular, FAA's approach is to:

PURSUE SAFETY: Aggressively pursue safety alternatives which reduce regulatory cost without compromising safety.

FAA will understand industry economics and the FAA business that affects those economics.

FAA will hold itself accountable to pursue better ways to achieve equivalent or higher safety standards at a lesser cost.

FAA will prioritize its environmental focus to achieve a balance between safety and the environment.

FAA will integrate a human factors emphasis throughout all FAA strategic initiatives.

SUPPORT INDUSTRY: Actively market U.S. products and services worldwide to sustain competitive leadership.

FAA will require our leaders to assume an entrepreneurial role when engaging with international aviation representatives.

FAA will focus on results that can be measured in collaboration with the industry.



IMPROVE ORGANIZATION: Become the model agency within the Federal Government.

FAA will continually train its work force to sustain the best and brightest achievers, and be held accountable as an agency for the accomplishments of its employees.

MODERNIZE TECHNOLOGY: Modernize the air traffic control system by implementing on-time delivery of the following programs supporting the National Airspace System:

Advanced Automation System — AAS

Voice Switching and Control System — VSCS

Aeronautical Data Link Procedures

Global Positioning System (GPS) Procedures

Automated En Route Air Traffic Control — AERA

INTEGRATE AIRPORTS: Integrate airports into the National Airspace System.

FAA will ensure that our Nation's airports are an integral part of the National Airspace System. FAA will work in partnership with local communities to meet both local and national demand for air transportation.



Implementation Strategies

FAA's top management is committed to incorporating efficiency, effectiveness, and responsiveness into its way of doing business. The agency will move toward achieving crucial long-range goals by implementing the near-term objectives identified in this plan. These objectives and the milestones presented in Volume 2 of this plan will shape FAA's existing plans and drive the budget. FAA will track its performance through those held accountable and reward successful results.

Achievement of agency objectives and milestones is an important basis on which to evaluate the performance of FAA employees and managers. Because the public will hold FAA accountable, agency managers and employees must be provided with what they need to achieve their tasks, then be held accountable for their

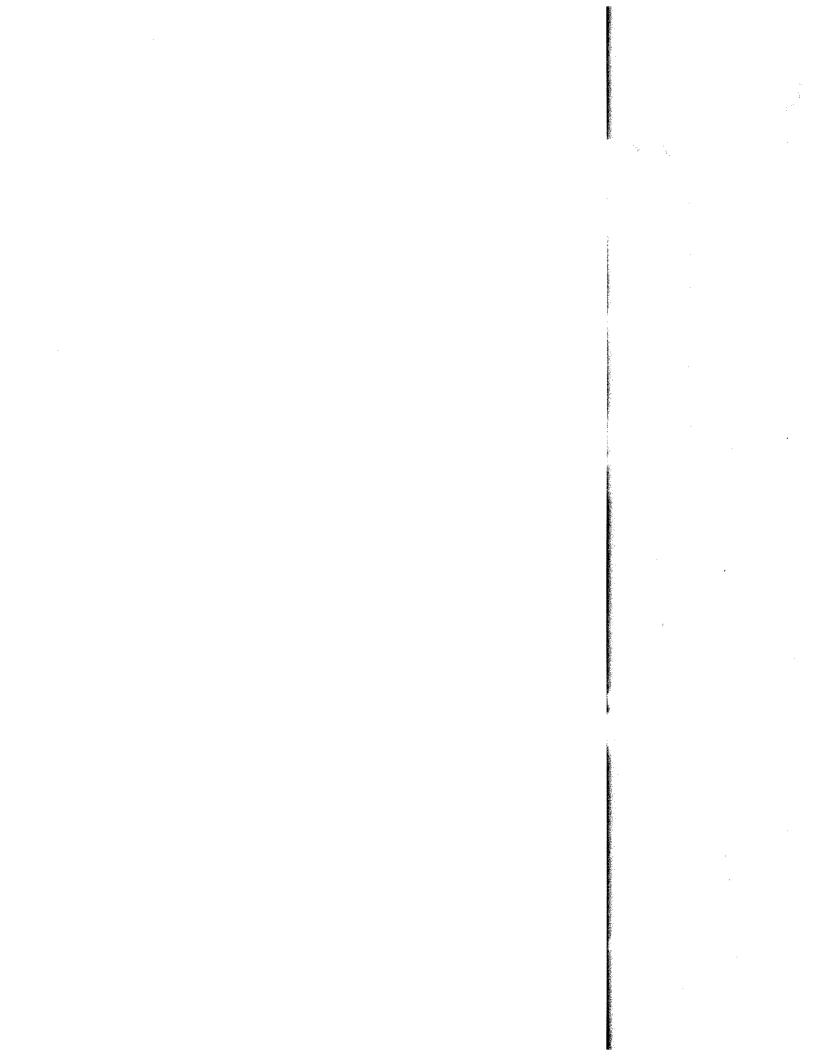
accomplishments. By doing these things, FAA will be well on the road to improving the safest, most efficient, and responsive aviation system in the world, and be the best federal employer by continually improving service to customers and employees.

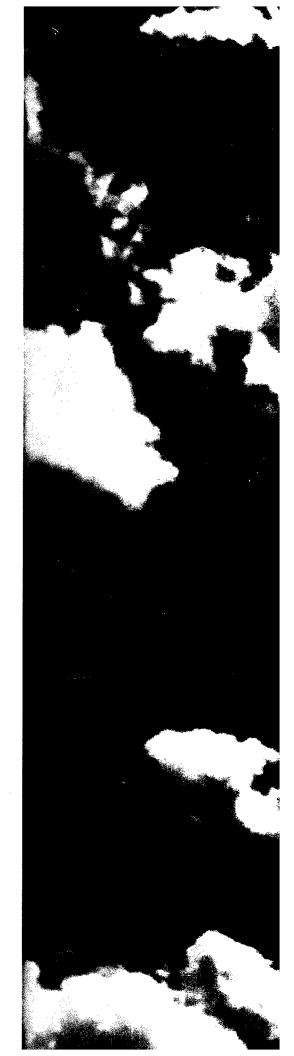
Even that, however, will not be the end of FAA's efforts. The aviation environment will change. Stakeholders' and customers' needs will change.

The leadership of FAA, the Administration, and Congress will change, and new leaders will want to set new direction. Instead of a static strategic plan, FAA commits itself to strategic management that continually looks out into the aviation environment, the future, and the needs of customers and stakeholders. FAA will continually involve stakeholders in assessing the environment and FAA accomplishments. The Strategic Plan will be updated every year, reporting on progress, reassessing

the environment, and revalidating its vision and goals. This does not mean FAA will change fundamental direction every year; indeed, that should be done only in response to major changes in the environment or leadership. FAA will, however, annually update objectives and milestones, address problems, and examine whether more fundamental change is needed. In this way, FAA will remain an organization that continually works with the aviation community to seize new opportunities for building the best future for aviation.

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